

Government of THE REPUBLIC OF FIJI ISLANDS

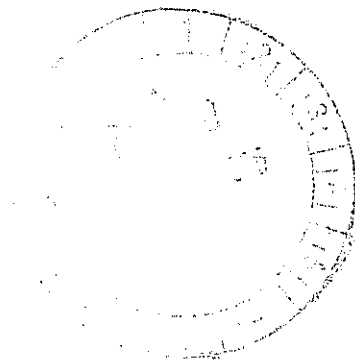
United Nations Development Programme

Strengthening Representative and Legislative Capacity of the Parliament

Brief description

The findings of a Legislative Needs Assessment of the Fiji, endorsed by a joint Parliamentary Forum in March 2002, identified areas of weaknesses in the Parliament Secretariat and the Parliamentary –Constituency relations. The proposed assistance, provided under a framework of Fiji Good Governance Programme, will assist Secretariat to realign and develop its staffing and technical resources to support Parliamentarians to undertake their legislative and representative functions more effectively.

The project will achieve this through support to further develop research and library resources, improve technical advisory services/support to committees, improve media-relations capacity and initiate a public education/awareness programme. The project will also provide support for member education on key development challenges and issues brought before the Parliament as well support initiatives to increase Parliamentarian/Constituency interaction. Further, the project will provide further support to the Officer of the Speaker to revise Standing Order for the House and develop a Parliamentary Manual for member's use.



Country: **THE REPUBLIC OF THE FIJI ISLANDS**

UNDAF Outcome(s)/Indicator(s):

Creating an enabling environment for sustainable human development through strengthening the capacity of key governance institutions.

Expected Outcome(s)/Indicator (s):

Outcome 1: Increased effectiveness of parliament to perform its legislative and oversight functions

Indicator: Number of oversight functions performed effectively by key governance institutions

Expected Output(s)/Indicator(s):

Output 1: Parliament Secretariat Strengthened.

Indicator: Administrative services standards met at least 80% of the time.

Output 2: Efficacy of Sector and Legislative Committees Improved.

Indicator: Committee business conducted and reported in accordance with Terms of Reference and within allocated budget and time

Output 3: Member education and support services improved.

Indicator: (i) Training/Induction available to each member within three months of their elections; (ii) Regular update of Library collections/resources; (iii) Email availability at least 80% of time (iv) Sound, Balanced and Well Researched Technical Reports/Information available on request; (v) Advocacy for issues provided

Output 4: Parliament-Constituency relations Improved.

Indicator: (i) Information on Parliamentary standing orders, debates, committee reports widely available to public; (ii) Increased interactions between parliamentarians and constituents.

Implementing partner: Parliament of Fiji

Programme Period: 2003 to 2007
Programme Component: TRAC
Project Title: Fiji Parliamentary Capacity Building Project
Project Code: _____
Project Duration: 30 months

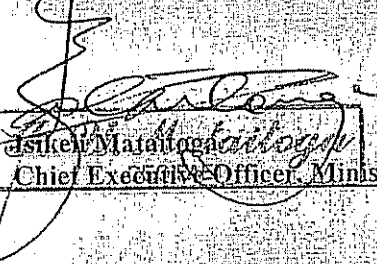
Total budget: US\$366,200
Allocated resources:
Government
• Other: *(including in-kind contributions)*
• UNDP \$366,200

Agreed by the Speaker of the House of Representatives



Ratu Epeli Nailatikau
Speaker of the House of Representatives

Agreed by Chief Executive Officer, Ministry of Foreign Affairs and Foreign Trade



Isikei Mataitoga
Chief Executive Officer, Ministry of Foreign Affairs and External Trade

Agreed by UNDP



Resident Representative

Section I—Elaboration of the narrative

Part Ia. Situation Analysis

Background to Fiji Good Governance Programme

The Fiji Good Governance programme originates in response to the drawn out period of political instability in the country over the last 15 years. The period of instability, originated from the coup d'état and political crises of 1987, which was followed by attempts to redirect the country towards democratic rule through a new constitution. However, the government elected under the new constitution was also overthrown in 2000 with further political upheaval.

In order to fulfill development aspirations and expectations of the population and promises of current and previous governments, Fiji needs to create a politically stable environment for discussion and resolution of key developmental issues. There is a need to demonstrate through practice and education that political discourse can be conducted in a peaceful, lawful, participatory and equitable manner. The responsibility for attainment of these objectives lies with the entire community – from the Parliament as a key institution of governance in the country to community groups, from religious organisations to the civil service and individuals.

The interim government called upon UNDP to coordinate donor assistance for the conduct of 2001 general elections. A package of assistance was developed to provide technical assistance to Government during the period leading up to and during the 2001 General Elections. One recommendation arising out of this support was for the institution of a longer term package of assistance to Fiji to strengthen the Parliament to perform better its constitutionally mandated functions and for civic education programmes both within and outside of the school system.

The Fiji Good Governance Programme proposes to provide assistance to enhance the understanding of the people of their civic rights and responsibilities and make the key institutions of governance more effective and accountable to the people of Fiji.

The programme is expected to:

- Improve the citizen's knowledge and understanding of the constitutional and democratic processes in Fiji;
- Make the leading institution of governance, the Parliament to perform its function more effectively, and to make it more accessible to people;
- Increase the capacity of civic society to facilitate citizens' interaction with leadership and government apparatus;
- Contribute to people's understanding of values and principles such as democracy, human rights, equality, plurality, accountability and transparency, and thereby increase their demands for good governance practices;
- Contribute towards increased interest, awareness, input and involvement of citizens in public policy issues/processes;

The programme would lead to greater trust and confidence in the country's governing system while increasing their own human and civic rights and responsibilities, thus providing an effective, orderly, peaceful and participatory environment for deliberation and resolution of key development and public policy issues.

The proposed programme aims to make the democratic process and governing institutions prevailing in the country work betterment of all Fiji islanders.

The Fiji Good Governance Programme proposes to provide assistance to

- Continued support to the Fiji Parliament;
- Developing and assisting in the implementation of a school-based civic education programme; and
- Developing and assisting in the implementation of a comprehensive, long term civic education initiative involving a range of stakeholders including the government, the churches, civil society organisations and the private sector.

This Fiji Parliamentary Capacity Building project is one of three projects which form the Fiji Good Governance Programme.

Part 1b. Problems to be Addressed

The findings of the Legislative Needs Assessment conducted in 2001 under the Regional GOLD Project, the subsequent Parliamentary Forum in March 2002 and a scoping exercise undertaken in early 2003 for developing initiatives aimed at improving the capacity of the Parliament reveal the following key areas of weakness requiring support:

Capacity of Parliament Secretariat

The current organizational structure of Parliament's administration has evolved in an *ad hoc* manner over the years. With new and increased demand for services, human and financial resources are often stretched in meeting needs arising from parliamentary business. Parliamentary staff in the party offices indicate erratic administrative services from Secretariat.

Committees and Public Hearings

The Parliament has two sets of committees – the Legislative Committees that deliberate Bills referred to them by the Parliament and the Select Committees that deliberate on issues and matters of interest raised in the house. The Legislative Committees, in examining and discussing issues in detail and in private meetings, help reduce much of the political heat and point scoring often found in the Chamber. In a plural society this is an important consideration. Conscientious membership also increases knowledge of particular issues enabling parliamentarians to speak with authority on the subject.

The Sector Committee Office deals with the administration, advice and support of the Committee system. The sector committee staff is not only under-skilled but also over-stretched, particularly when several Committees sit their tasks. The danger is that, if these support and other problems are not addressed, the Committees may go through a *pro forma* ritual without dealing effectively with the substance of their subject. Long,

expensive and delayed hearings and inquiries are not uncommon. Poor and slow participation from the public is often cited as reasons for delayed.

Delayed and lengthy committee sittings also keep Parliamentarians in Suva and have been cited as a contributing factor for keeping members from spending adequate time in their constituencies.

Research and Information Unit

The quality of discussion on issues under debate depends on members' understanding of substantive issues. This understanding comes from a combination of their knowledge/background and initiatives as well as through independent research and information provided through the Parliament Library. The availability of well-researched briefings is crucial in informing MPs on substantive aspects under debate. This capacity is still underdeveloped at the parliament with lack of appropriate reference resources. Further, there is general lack of capacity and habit amongst MPs to utilize Parliamentary library for research and reference purposes.

The Library and Research function in the Parliament is still under development. Much of the physical aspects of the Library, damaged during the last coup, have been repaired. Library resources, particularly information files, which were destroyed, are slowly, though this will take time, being rebuilt. New files have also been added reflecting current issues before Parliament. Some Library and reference materials have been acquired through donations from donors.

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The research unit has undergone high turnover of staff since its inception, initiated under a previous AusAID/UNDP project.

Public and Media Relations

Public and media relations practices at the Parliament Secretariat are under developed and currently virtually does not exist. A media officer position which is currently vacant – and needs to be filled, has assigned responsibility of producing fact sheets, issuing press statements, providing summaries of Committee Reports, liaising with the media and establishing a school/public visits program for Parliament.

Initiatives started under the previous AusAID/UNDP project have all but stopped-owing largely to staff turnover.

Observations from the media and discussions with MPs show varying levels of capacities amongst MPs of using and interacting with the media.

Information Technology

Recently acquired email and Internet connectivity at the Parliament also offers opportunities for improving peoples awareness of Parliamentary deliberations and interaction with MPs. The Parliament website also offers additional options for

widespread and timely publicity of parliamentary business and decisions. However, access and use of IT facilities by members is low due to firstly, limited number of computer facilities available to member offices and secondly, due to lack of skills and awareness in use of IT facilities. Further, due to lack of dedicated specialist staff in the Secretariat, Parliament website is not regularly updated as intended.

Constituency Service and Relations

Ideally each constituency should have its own service centre (and more for the larger and more dispersed ones). The reality is that with four separate electoral rolls, different types and overlapping constituencies, ie Fijian, Indian, Rotuman, General and Open Seats, services are difficult to provide to constituents. Geographically they range from small urban areas in Suva to widely scattered islands and the whole country in the case of the Rotuman seat. All this makes it difficult for many parliamentarians, who in practice reside in Suva and other larger urban locations.

These factors have led to constant complaints by the public that Parliamentarians are not seen after an election and only visit their constituencies when elections are called. However, while this is generally seen to be true in the past, there are indications that under the new voting system, the attitude towards service by Parliamentarians may be slowly changing. Recent elections, with defeated traditional leaders, also tend to indicate that traditional and provincial loyalties are also waning.

All Parliamentarians, including Senators, are provided F\$7000 a year, irrespective of the size of their constituencies, for constituency services (whether they are performed or not). Ministers have an added advantage through the provision of small project grants of the Government, which they could dispense during their official visits.

Services requested by Constituents range from the very personal to those involving the interests of groups and may also vary in terms of time needed to deal with them satisfactorily. These issues are reflected in the questions asked during Question Time, raised in general and specific debates on the Supply and other Bills and also form the subject of Adjournment Speeches by Parliamentarians.

In examining the degree of interaction between MPs and constituents, a large number of MPs, senators, party officials and civic servants were interviewed. Constituency service by politicians and parties range from well organized and monitored system by the Fiji Labour Party to individual effort of current Leader of opposition, from ad-hoc visits by ministers on official business to non-existent. In the absence of constituency offices, constituents seeking help have resorted to visit their representative in Suva to meet them in their professional offices, church or homes. This, in cases, may involve long hours of travel and expenses for constituents. For example the Lau Islanders have to travel to Suva.

The FLP has well-organized and active party machinery with 6 established party offices around the country. These offices are funded jointly by MPs and by the party. On the other hand Soqosoqo Duavata Lewenivanua (SDL) a newly created ruling party, has less developed party machinery and outreach service to constituents. SDL

party is in the process of establishing 4 offices around the country. For both major parties, offices in constituencies are jointly funded by party resources and contributions from MPs. The smaller parties have small organizational setups in their constituencies. The Conservative Alliance Matanitivanua (CAMV) has a regional office in Labasa and their member in Tailevu has a office set up at his home. There are of course parties not represented in the Parliament, nonetheless with not insignificant support from the electorate.

The internal functioning of political parties and parliamentary party groups play a key role in strengthening the representative capacity of the legislature. A notable effort in the case of the current Leader of Opposition, visits are publicised in press advertisement under the Public Notices section, announcing his constituency visits to various places with location and time provided and welcoming constituents to meet him.

Part II. Strategy

Rationale for UNDP Assistance

The initiatives proposed under the project build on the findings of the Legislative Needs Assessment and the recommendations of the Parliamentary Consultative Forum. As part of the overall Fiji Good Governance programme, Strengthening Representative and Legislative Capacity of the Parliament project aims to address the internal capacity of the parliament and representatives to undertake legislative functions effectively and efficiently. Civic education activities proposed under the broader programme will develop awareness and capacity and facilitate participation and input from the public into legislative, representative and oversight roles of the parliament.

The proposed activities, detailed below, will be complemented with specialist input and expertise available through a regional governance project, Governance for Poverty Reduction in the Pacific (GovPac) for in-country initiatives where relevant.

Firstly, the project will address the mismatches and short falls in the capacity of the various arms of the Parliament Secretariat in effectively supporting parliamentarians in the conduct of their duties. Initiatives in the area include:

- Improving administrative functions of the Parliament Secretariat,
- Support for more effective and efficient functioning of committees,
- Educating members on legislative process and procedures,
- Supporting the revision of Standing Orders to improve the legislative processes,
- Improve the collection and use of reference materials in the Library,
- Improving the research and advisory capacity of the Research Unit, and
- Sensitizing parliamentarians to current development issues.

The second aspect of the project, aimed at strengthening the representative capacity of the parliament, assistance will be provided to:

- Improve the capacity of the Parliament to obtain quality public input and effectively incorporate this input into the legislative and oversight process,

- Develop capacity on parliament secretariat to undertake public education and awareness on legislative process,
- Develop media relations capacity of both Parliament secretariat and representatives,
- Involve and encourage parliamentarians in public education initiative,
- Develop parliament public outreach service through Ministry of Information offices in Lautoka and Labasa and Ministry of Regional Development Offices in other major centers.

Given the nature of intervention, it is proposed that one of the first activity the project supports is an examination of options for improving the administrative and technical capacities of the Parliament Secretariat. This exercise will help inform the Speaker and Secretary General, the optimal options for fulfilling the human resources needs of the secretariat. The project will assist the Speaker and SG to obtain necessary Fiji government approvals and resources for meeting its human resources requirements.

The project objective of improving parliament-constituency relations can be taken through various approaches and at different levels. The initial activities proposed under the project focus on improving parliament's ability to inform constituents of the parliament's schedules, deliberations, outcomes of committee reports and inquiries, etc. These activities focus mainly improving Parliament's public and media relation capabilities. While the initiatives as currently proposed for building constituency relations are sound in themselves and aimed at achieving awareness and interest amongst constituents, interventions specifically targeting improving relations between parliamentarians/parties and constituents have also been considered. Due to lack of consensus on which approach to adopt, discussed in Annex 3, it is suggested that this issue be pursued by the project and the secretariat through further consultation with members and political parties, keeping in mind the status of rapidly evolving political apparatus of the two major political parties in the house. The project, with assistance of UNDP and Programme Management Committee, could mobilise necessary resources for new initiatives.

Apart from specified project activities, there is scope to seek assistance from volunteer services to provide specific technical inputs. Two specific areas are immediately relevant. Firstly, given non availability of IT person in Secretariat's current structure, the project could pursue a volunteer input with a donor agency to fulfill this role in the short-term while efforts to create a position and recruit a local person to fill the position is being made through project assistance. Secondly, a senior volunteer may be sought to undertake an organizational review of the secretariat.¹

Linkages

This project is one of the three UNDP implemented projects providing support to parliament in the region. The project will liaise with these projects in to share technical resources and lessons. . Links to various projects will be maintained through sharing of information, annual plans and project reports amongst project and

¹ IT expert could be sought though an appropriate volunteer scheme, eg Australian Youth Ambassadors, JICA Volunteers, etc. A senior volunteer for organisational review needs to come with Westminster government background and the Australian AESOP programme is most relevant

UNDP thematic staff. Further, close links will be maintained with the proposed regional GovPac project for the same reasons. The Gov Pac project has specific activities to identify, codify and document lessons for parliamentary development initiatives.

As there are a number UN agencies and projects already working in the area of governance, the project will

Interim Activities

Given, UNDP TRAC funds are not adequate to fund the entire project, and while efforts are being made to mobilise resources from donors, a number of initial and stand alone activities can be funded UNDP resources. These activities, to be implemented in the first 12 – 15 months of the project, are identified in the 2004/2005 Annual Plan under Section III.

Resource Mobilisation

In light of pending funding commitment from donors, a proactive resource mobilisation effort needs to be made by UNDP with the support of the Speaker of the House of Representative.

Technical assistance will be sought from other international agencies such the Commonwealth Secretariat, Inter-Parliamentary Union and volunteer agencies.

Part III. Management Arrangements

National Execution

The project will be a nationally executed (NEX) by the Government of the Republic of Fiji through the Parliament Secretariat which will also be the Implementation Agency for the project. Secretary General to the Parliament will be the focal point for the project.

During the initial phase of the project the Parliamentary Secretariat will assign recruitment and procurement responsibilities to the UNDP Office. Upon receipt of further funding and the appointment of a project manager, this responsibility will be transferred to the Project Office. With the transfer of these responsibilities, UNDP will issue quarterly advances of funds which will be administered by the Project Office according to National Execution guidelines as described in Chapter 6 of the UNDP Programme Manual (Annexed to this document).

Project Oversight

The project will be implemented under the auspices of the Fiji Good Governance Programme at the direction of a Programme Management Committee (PMC) – comprising the Speaker of House of Representative (Chair), President of Senate, SG to Parliament, CEO - Ministry of Education, Deputy Secretary – Ministry of Finance and Economic Planning, Ombudsman, UNDP/Donor Representatives (3) and NGO Representatives (2). The PMC will provide leadership, direction and provide political representation for the project. The PMC will also take resource allocation decisions and approve/endorse forward work plans and review progress. The PMC will meet on a bi-annual basis with project preparing and submitting progress reports and plans on a six-monthly basis to the PMC for its decisions and direction.

Project Working Group

Operational coordination for the project will be provided by a Project Working Group comprising the Secretary General of Parliament (Chair), Secretary to the House of Representative, Secretary to Senate, 1 representative each from the Government and Opposition Offices at the Parliament and Project Manager. The PWG will meet at every month. The PWG is tasked to coordinate project activities, provide guidance on scheduling of project activities and provides link to, and feedback from, various stakeholders in the parliament. The PWG will also act as a forum where multi-stakeholder (including political party) representation can engage in parliamentary development discussions.

Arrangements for preparing work plans and reporting.

The programme manager will also prepare an annual plan for the project in liaison with the UNDP office. The annual plan will provide detailed project activities for each calendar year together with revised activity schedules, personnel and financial inputs, etc.

Project reporting will be done quarterly and six monthly bases. The quarterly reports are to be made available to PWG. Once full national execution arrangements are implemented, the project will also be required to submit to the UNDP office a quarterly financial report. A more substantial six monthly report shall be circulated to the PWG as well as the Programme Management Committee.

An Annual Project Report (APR) is to be produced by the project manager a year after commencement of the project and annually thereafter. The APR should be reviewed at a meeting of all stakeholders.

Risk Management

One of the biggest risks to the project is the continuous loss of staff in the Parliamentary Secretariat. A key input through the project is to address this concern by undertaking an evaluation of the organizational structure, skill requirements and identification of appropriate positions within the secretariat to fulfill its constitutional and administrative requirements. A properly identified and appropriately remunerated positions in the secretariat will be key to attracting and retaining quality personnel in the secretariat.

One of the key and early outputs of the project is identification of key positions and skills necessary for secretariat functions. This exercise may result in identifying certain position which are no longer required or persons who are not best suited for employment in the secretariat. This matter will have to be dealt with sensitively. Possible strategies to overcome resistance include offers to skill upgrading through the project resources where appropriate or transfer of concerned staff to other government department where those people could be best utilized. It is for this reason, the project and the secretariat need to work very closely in consultation with the Public Service Commission.

Ongoing resources from government for provision of additional staffing and operation resources for the parliament secretariat needs is key to sustaining project achievements. Project and the secretariat will be required to work in close consultation with Public Service Commission and Ministry of Finance to ensure that necessary resources are provided. At the same time, proposals for new and additional staffing and operational initiatives will have to be made within negotiated and pragmatic budgetary constraints.

Interim Project Management Arrangement.

In light of lack of sufficient resource to recruit a project manager, it is proposed that project management responsibility be allocated to the Secretary General of the Parliament. The Secretary General will be required to produce quarterly progress reports against the 2004/2005 work plan. Logistics and administrative support will be shared between Parliament Secretariat and UNDP. UNDP will seek a request for direct payment for services to be provided.

Project implementation arrangement is to be reviewed at the end of 2004 and if necessary, at the end of 12 months from commencement, if a full project has not commenced by then.

Part IV. Monitoring and Evaluation

The Project Management Committee is the principal mechanism for monitoring the implementation of project. The six monthly report will provide the basis for monitoring project progress. Project Annual plan prepared towards the end of each calendar year also provide review of progress and propose activities for the next 12 months of the project. The Programme Management Committee meeting considering the Annual plan could also be used as project Tripartite Review (TPR).

An evaluation of the project could also be undertaken, perhaps 6 months after completion of the project. Resources have been budgeted for this activity. The project could also be monitored for its outputs against the following reports envisaged to be produce as specific outputs from various activities:

The following additional reports are envisaged to be produced by the:

- Report and recommendations from an administrative and organizational review of the Secretariat,
- Revised organisational structure and staffing needs, identifying skills and qualifications requirements, training needs, etc,
- Parliamentary Manual,
- Revised Standing Orders,
- Report for Operation and Support Services for Committees. Outlining operational procedures, guidelines for ToR, Reports, Budgets acquittals, etc,
- Reports of Workshops, Training and other capacity building activities,
- Revised Newsletter for Parliamentary update,
- Terms or References/agreements with government and NGO agencies for parliamentary outreach services,

- A study on need and options for further initiatives funded by the Parliament to improve Parliamentarian-Constituency relations

Part V. Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Letter of Arrangement for the South Pacific Regional Office between the Government of Fiji and the United Nations Development Programme, signed by the parties on 1 November 1975. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government co-operating agency described in that Agreement.

The following types of revisions may be made to this Project Document with the signature of the UNDP Principal Project Representative only, provided he or she is assured that the other signatories to the Project Document have no objections to the proposed changes:

- a) Revisions in, or addition of, any of the annexes to the Project Document;
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the Project, but are caused by the arrangement of inputs agreed to or by cost increases due to inflation;
and
- c) Mandatory annual revisions, which re-phase the delivery of, agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility

Section II —The Total Workplan and Budget

Narrative of Project Initiatives

Narrative of Project Outputs

1. Parliament Secretariat Strengthened

Undertake a review of Secretariat's Organisational and Administrative Capacities.

An examination of the of Parliament's mission statement, an evaluation of the current problems, shortfalls and bottlenecks as these problems impact on the efficiency and effectiveness of Secretariat staff in supporting Parliamentary functions. The review will propose a rational structure with clear lines of responsibilities and control in the administration of secretariat's budget, personnel and other resources. The review will also identify duties, responsibilities and skills required to meet new responsibilities under the current Constitution such as Parliamentary Committees, Standing Order, Hansard , etc.

The project will assist the Secretary General in seeking Public Service Commission and Ministry of Finance endorsements and approvals for implementation of agreed review recommendations.

Administrative Support.

Improve administrative support to members and secretariat for conduct of parliamentary business. The project will develop service standards, procedures and guidelines for member services. Other activities envisaged include provision of appropriate information systems for the management of secretariat budget.

Revision of Standing Orders

The current standing orders of the parliament were prepared after the adoption of the 1997 constitution. The Speaker of the House has undertaken to address a number of short falls in the standing orders as wells as cater for new demands likely to arise from the adoption of multi-party cabinet.

2. Efficacy of Sector and Legislative Committees Improved

Strengthening Committees

It is proposed that the strengthening of committees will be achieved through development and implementation of guidelines and procedures for Committees; Strengthening linkages between committees and relevant civil society organisation, academia, etc

Sector Committee Office

To improve the Sector Committee Office's, capacity to provide administrative, advisory and support services to the Legislative and Select Committees.

The project will examine and assist in the improving the practices of developing committee terms of references; conduct of committee proceedings and inquiries; and manner of reporting and disseminating committee findings.

It is proposed that the strengthening of committees will be achieved through development and implementation of guidelines and procedures for Committees; provision of advice to committee chairpersons, training of sector committee office staff in providing substantive advice, publicity and reporting of committee findings, improving relationships between committees and public through facilitating linkages with civil society organisations and specialists/experts. Corresponding initiatives through the broad based civic education project facilitating linkages to parliament activities are also proposed.

Public Hearings

There is need for more pro-active approach in getting constituents and civil society organisations to participate in public hearings. While the advocacy initiatives under civic education project will improve constituent capacity to participate, the project in the parliament will assist secretariat, committee chairs and inquiry committees to proactively target/invite relevant interest groups and communities when undertaking inquiries and public hearings. Together work in the secretariat and civic education initiatives will explore avenues and techniques that result in more responsive participation from the public.

3. Improved member education and support services

Parliament procedures and Manual

To provide an up to date manual on legislative processes and parliamentary procedures, resources and help services available to members. Such a manual will be extremely useful to new members as well be available for ongoing reference.

Library and Research Unit

To continue development of resources and capacity of Parliamentary Library and Research Unit through acquisition of relevant reports and publications and development of research, briefing and reporting abilities of Research Unit.

The underutilization of Library by Parliamentarians can be addressed through proactively informing members of presence of relevant and appropriate reports in the Library or other accessible collections. Opportunity exists for using electronic media and the newly acquired Internet connectivity in the parliament to source information.

It is also proposed that the Library makes an effort, through appropriate internal/regional fora such as the Regional Speakers Forum, to begin developing a regional network for accessing and referring reports and documents, archiving relevant materials, collaborating in sourcing and sharing of such reports, etc.

Previous attempts to develop research capacity in the Parliament has meet with little success with high staff turnover contributing to loss of research capacity. The project will explore alternative strategies to provide research capacity for the Parliament, including use of academics and specialist experts through setting up of call down arrangements with appropriate institutions/agencies.

Gender in Development

Activities to encourage gender sensitive policy-making and budgeting will include assistance through workshops, training/information to both men and women MPs. The project will also assist in the formation of a multi-party women's caucus to

encourage bi-partisan discussion on women's issues as they relate to policy and legislative matters. Women's/gender related initiatives will be coordinated and where possible, implemented jointly with UNIFEM's Women in Politics Pacific project.

Issue based Initiatives

Additional initiatives such workshops and seminars on specific developmental and emerging issues also needs to be provided to inform members on issues under debate or inquiry in the Parliament. The area covered under this initiative may include issues such as globalisation, Rights Based Development, the implementation of Millennium Development Goals, Pro-poor policies, Gender, etc. Where possible, project will convene multi-stakeholder for a, coordinated with relevant broad-based civic education activities, for these initiatives in order to encourage exchange of views between MPs and constituents on such development issues.

Public Relations Capacity of Parliament Secretariat and MPs

To improve the media and public relations capacity of parliament secretariat through training of the public relations officer, providing hands on advice to secretariat staff. Also conduct training workshops for Parliamentarians to make conscientious effort to use media to highlight their work.

To enhance the role and the capacity of the media unit in the public education effort through development of public education material on function and roles of the parliament, workshop for journalists to education about parliament processes.

Another inexpensive means of developing public relations is to offer opportunities to trainee journalists, tertiary level students and new recruits in government agencies or NGOs to spend a programmed internship in parliament to understand parliament procedures and processes as well as develop relationships with Secretariat staff for potential ongoing benefits in later working life.

4. Improved Constituency Service/Relations

There are two aspects to this initiative. Firstly, the project will help the Parliament Secretariat develop public education resources/material, capacity and facilitate building of relationships with partner agencies for implementation of public education/outreach work. Initially, the implementation of public education campaign will be conducted in conjunction with existing network of government machinery such as the Ministry of Information and the offices of District Officers. In addition, the educational messages about the function of the parliament will be part of the Civic Education Components of the good governance programme.

Beyond the life of the project, the Parliament Secretariat will become the sponsor and financier of a public education programme that will be implemented in partnership with government machinery and NGO/CBO network established as part of Component 3 of the programme.

Secondly, the project proposes to facilitate interactions between parliamentarians and constituents. Two options were considered and deliberated during project design. Firstly, assistance could be provided to political parties for improving their outreach and constituency services. Secondly, the Parliament secretariat could consider providing a selected range of its services through establishing centers in key regional

centers of the country. Each option, discussed in Annex 3 has its merits and drawbacks and no consensus could be reached on which option the project could pursue.

It is suggested that this aspect of constituency relation building, together with resource mobilisation for this activity, be examined in early part of the project. A key difference between the two options is the question of funding for this service. Parliamentarian-constituency relation is essentially a political process/function. Wider government consensus is essential if parliament is to fund initiatives beyond the current constituency allowances paid to parliamentarians.

Meanwhile, the project will support parliamentarian/constituency relations building effort by taking backbenchers and Senators from multiple parties to speak to their constituencies on civic issues, voter education, function and processes in the parliament.

The Total The Total Workplan and Budget (Revised)

EXPECTED OUTPUTS & MONITORING ACTIVITIES	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	PLANNED BUDGET															
		2004			2005			2006			2007			RESPONSIBLE PARTNER/ INPUTS	Source of Funds	Budget Description	Amount (US\$)
		10 0	20 0	60 0	60 0	90 0	40 0	80 0	60 0	91 0	11 0	21 0					
Output 1. Parliament Secretariat Strengthened																	
1.1 Undertake organizational review of the Secretariat and implement recommendations.	1.1.1 Undertake organizational review See Annex 1 for ToR.														Reg. Centre	Int. Consult.	
	1.1.2 Implement human resources recs- develop job descriptions, qualifications and experience requirements and selections criteria for all positions, establish and populate new positions.														UNDP	Nat. Consult.	5,000
	1.1.3 Provide training to current/new staff.														UNDP	Training	5,000
	1.1.4 Implement Business Process/ Administrative recs - Acquire and implement appropriate information systems. Also see 2.1.4														UNDP	Procurement	12,000
	1.1.5 Develop service standards- viz- a- viz administrative, advisory and research support services provided by Secretariat														NCD		--
1.2 Revise Standing Orders	1.2.1 Revise Standing Orders (Mid 2006)													Resource Centre	Int. Consultant		
1.3 Update Parliament Manual	1.3.1 Revise Parliamentary Manual													UNDP	Int. Consultant	12,000	
1.4 Improve independence of Parliament	1.4 Investigate feasibility of independent Parliament Services Commission													NDC	Printering Program Manager	5,000 --	

3490

Output 2: Efficacy of Sector and House Committees Improved														
2.1 Develop Committee Business and Public Enquiry Procedures Developed	2.1.1 Develop procedures and operational parameters for Committees in consultation with committee members (Workshop) ; Develop Committee Operational Manual/Guidelines										(Budget allocated for Int. consultant. Alternative is to seek services of AESOP or similar arrangement, UNDP/ project to meet local host costs)	Resource Centre UNDP	Int. Consult. Workshops, Training and Attachments	10,000
	2.1.2. Develop guidelines for publicity, engagement and soliciting inputs for inquiries and public hearings; Develop standards and checklists for Committee Terms of Reference, Reports, Public's access to reports.													
	2.1.3 Provide hands on advise, seminars, workshop to committee members. Training of sector committee and research office staff to support committee work. Also see 3.1.5													
	2.1.4 Develop standards for research reports and briefing documentations.													
2.2 Establish Links with community, CSOs and experts	2.2.1 Develop/update database of interests groups, CSOs, experts for committees to frequently interact with.													
	2.2.2 Assist committee secretaries and media officer to facilitate publicity, issuance of invitations for inquiries – Liaise with civic education projects.													
Output 3: Member Education and Support Services														
3.1 Acquire reference resource, develop technical advisory capacity and develop/ provide support services and facilities.	3.1.1 Acquire resources for Library; Develop procedures for regular update of members, Develop links with other libraries for sharing of resources.											UNDP UNDP UNDP	Procurement Procurement Nat. Consult.	3,000 12,000 1,500
	3.1.2 Develop module on use of Library, Reference Resources, Internet and advisory services for inclusion in Parliament Manual;											NDC	Program Manager	
	3.1.3 Provide training for MPs on use of support services. (After next elections)											NDC	Librarian	--
	3.1.5 Provide training and attachment opportunities to support staff. Identify opportunities for developing specific training initiatives with USP (PIAS), twinning arrangements and exchange programmes											UNDP UNDP	Training/ Attachments	5,000 10,000 5,000

41530

	3.1.6 Provide computers : 2 for Library and 4 each to government and opposition member offices.																			UNDP	Procurement	15,000
3.2 Provide training, attachments, education services, and support MPs in advocating key development issues	3.2.1 Conduct issue based workshop to promote good governance and human rights objectives. Liaise with GOLD, PRAJA, PeaceFac and other projects to for joint programming/activities.																			UNDP	Training/ Workshops/ Resource people	10,000 5,000
	3.2.2 Identify and support champion MPs for human rights and good governance issues – support with technical and financial resources to undertake advocacy activities.																			Resource Centre	Advocacy	
	3.2.2 Develop gender related initiatives. Provide awareness and training for gender analysis for policies, budget, etc. (Liaise with UNIFEM's WIP for joint initiatives)																			Resource Centre	Advocacy	
3.3 Develop Media and Public Relations Capacity	3.3.1 Develop communication strategy and tools. Develop mailing lists for presses releases, newsletters, Bill Briefs, etc.																			UNDP	PR/Media Adviser	12,000
	3.3.2 Training for Media Officer and MPs on use of media																			UNDP	Consultant	12,000
	3.3.3 Develop an internship programme and arrangements for students from USP, journalists, NGOs.																			NDC		
	3.3.4. Update Website with Reports, Hansard, Develop II and Web tools for publicity.																			Volunteer	Allowances Host costs	4,000
UNDP																						
4. Improved Constituency Relations																						
4.1 Develop Public Education Capacity and Outreach Services.	4.1.1 Develop public education materials covering legislative functions and processes. Contribute relevant materials/information for civic education initiatives.																			UNDP	National UNV	18,000
	4.1.2 Develop Parliamentary outreach services – At least 4 regional centers at strategic locations																			UNDP	Public Education Initiatives	20,000 15,000

2100

ANNEX 1

Draft Terms of Reference for Consultant to Undertake Administrative and Organisational Review of Parliament Secretariat

Background

The organisational and administrative structure of the parliament has evolved over the years in an *ad hoc* manner. New demands and responsibilities have been brought in by the adoption of a elaborate system of committee systems, the need for more dynamic media relations with public, development of Library and Research resources, and recently introduction of a emails and website and internet connectivity.

With new and increased responsibilities, there is a need to evaluate the Secretariat's effectiveness in terms of utilising its human resources effectively and efficiently and its ability to fulfil its mission within a rational structure with clear lines of responsibilities and control. Currently, for example, the Sector Committee Office, though established in 1999, is not reflected in the structure and capacity of the Parliament Secretariat, even though it plays a crucial role in the parliamentary process. Acute problems of staffing, in terms of workload, multi-skills requirement and responsibilities have emerged during times of high demand.

Requirements of Review

A review will require an examination of Parliament Secretariat's mission statement, an evaluation of the current problems, shortfalls and bottlenecks as these problems impact on the efficiency and effectiveness of the administrative staff in supporting the functioning of the Parliament. The duties, responsibilities and skills required to fulfil new responsibilities under the current Constitution such as the Sector Committees and projecting a positive public image of Parliament need also to be taken into account. The review will provide recommendations on the appropriate mix and calibre and number of people required in the Secretariat. It should identify skill gaps and provide recommend strategies to overcome these shortcomings.

The review should also consider the broader public initiatives and work closely with key central agencies such the Ministry of Finance and the Public Service Commission in analysis and visioning future human resource plan for the Parliament Secretariat.

Qualifications and Experience

A Senior Parliamentary Officer, preferably with experience in South Pacific Island Parliaments to undertake a review of the Organisation and Structure of Parliament to fulfill its mission statement effectively and efficiently. Qualifications or exposure in the areas of organizational development/reform and human resources management will be useful.

Duration and Timing

The review will take at the commencement of the project. The review exercise requires an input of up to 2 person months may need to be provided into in-country assessment (3 weeks), reporting and presentation (2 weeks). Any additional input (if necessary) may be provided remotely.

ANNEX 2

Draft Terms of Reference for Sector Committee Advisor

Background

The Sector and other Committee in the Parliament, undertakes much of the work in Parliament. Committees, in examining and discussing issues in detail and in private meetings, help reduce much of the political heat and point scoring often found in the Chamber. In a plural society this is an important consideration. Conscientious membership also increases knowledge of particular issues enabling parliamentarians to speak with authority on the subject.

There is an urgent need to strengthen the Sector Committee Office, which deals with the administration, advice and support of the Committee system. Currently the Secretary-General and the two Secretaries of the Chambers and a former Secretary to the Senate perform the role of Committee Secretaries and are supported by four staff to serve the six Sector Committees, each of which have normally fifteen Parliamentarians, and other parliamentary committees. Currently, there is an on-going exercise, undertaken by the Secretary-General, to rationalise the membership of the Committees, which may reduce some costs.

Role of Sector Committee Advisor

- Provide advise to strengthen the Sector Committee Office, which deals with the administration, advice and support of the Committee system,
- In consultation with Speaker of the House of Representatives and President of Senate, develop guidelines and procedures to address the shortcomings and weaknesses in the functioning of the committee systems in both house of representatives,
- Provide advice to Committee Chairs for the effective functioning of Committees,
- To provide hands on training to Sector Committee Office staff on their support role to committees, including procedural, publicity and reporting aspects of the committee deliberations.
- To develop appropriate guidelines and procedures for conduct of inquiries, studies and other out of chamber activities by committees.
- Develop procedures to ensure effective uses of committee resources for completion of tasked duties,
- Develop procedures to ensure co-operation between The House of Representative and the Senate and respective committees overseeing business in each house
- Develop procedural checks to ensure technical changes in Legislation and Bills are resolved/sorted before presentation to the Parliament.

Qualifications/Experience

An experienced committee secretary from a commonwealth parliament environment. Must have extensive experience in dealing with the running of the sector committee office and substantial experience in the role of sector committee secretary

ANNEX 3

Options /Issues for Improving Constituency Relations

Parliament Constituency Information Service Centres

In order to provide some support to all Parliamentarians servicing their constituencies, the project design considered that Parliament establish *non-partisan* but official Parliamentary Constituency Service and Information Centres, as a pilot project to be based in the regional administrative centres. These Centres are to be used by *all* Parliamentarians, both Members and Senators to meet their constituents and citizens *but not for partisan purposes*. These Centres do not seek to replace the existing system provided by parties and individuals mentioned above but are in addition to them.

The Centre will serve a number of functions:

- Provide a place where Parliamentarians could meet constituents and local non-government organisations 'half-way' or a neutral environment by making themselves available during specified times of their choosing. The Parliamentarians need to ensure that their contacts and agents in the outlying areas are informed of the Centre's role and visits are widely publicised in media and in the locality.
- Record requests for appointments; lodge constituents' complaints to be channelled to the relevant representative; stock relevant application forms such as for scholarships and perhaps government public information broadsheets. It would offer help as the first point of call to arrange school visits or coordinate group visits from interested local non-government organisations to Parliament.
- Provide basic and general information such as fact sheets and posters on Parliament, display press statements and keep reports of Parliamentary Committees and Hansard for public use. In a broader sense they will serve as bringing Parliament more directly to the people.
- Offers the potential to provide connectivity to Parliament's website and offer opportunities for email interaction with MPs. This aspect of the project will be pursued in the latter stage of the project implementation once the centres are established and functional.
- Provide a mechanism for coordinating out-of-school civic education initiatives in respective areas,

The project could facilitate the selection of PCISC locations as well help establish procedures and guidelines for its operation. The selection and location of PCISC can be very contestable issue and will have to be taken with care as not to appear biased and favouring any party or constituency. Up to three Centres are established in the pilot phase.

It is proposed that independent office sites be rented for the location of PCISC. The Centres will be funded by the project for the first two years of operation and then reviewed for their performance. Further operation of Centres will be taken after the review and support by meeting 50% of their operation in the year following the review. Full costs of operation are to be met by the government through Parliament in subsequent years.

Another option for location and operation of PCISC is to pursue a joint operation with an NGO/CBO. The advantage of such arrangement is likely to be already available infrastructure and staffing arrangements that Secretariat can enter into contract for provision of agreed outreach services. It is likely this may actually be the cheaper option of the two.